

To the Honorable Council City of Norfolk, Virginia

February 9, 2016

From:

George M. Homewood, AICP, CFM, Planning Director

Subject: Special exception to operate a commercial drive-through at 2437 E. Little Creek Road -

Steak N' Shake

Approved:

Reviewed: / Co > Cle_/ Ronald H. Williams, Jr., Deputy City Manager

Ward/Superward: 5/6

Item Number:

R-13

Marcus D. Jones, City Manager

- Staff Recommendation: Approval. ı.
- Commission Action: By a vote of 7 to 0, the Planning Commission recommends Approval. II.
- Request: Special exception commercial drive-through III.
- Applicant: Don Baruch IV.

٧. **Description:**

- The property is located along E. Little Creek Road, west of the intersection with Azalea Garden Road.
- This request would allow Steak N' Shake to construct a new fast food restaurant on the site with a commercial drive-through.
- The applicant proposes to demolish the existing Shoney's restaurant in order to redevelop the site with a new 4,040 square foot fast-food restaurant with a single drive-through
- The conceptual plan submitted by the applicant demonstrates compliance with Zoning Ordinance standards for a commercial drive-through, including appropriate buffering between the development of the site and the residential zoning to the south.

Staff point of contact: Chris Whitney at 823-1253, chris.whitney@norfolk.gov

Attachments:

- Staff Report to CPC dated January 28, 2016 with attachments
- Proponents and Opponents
- Ordinance



Planning Commission Public Hearing: January 28, 2016

Executive Secretary: George M. Homewood, AICP, CFM

Planner: Chris Whitney, CFM CW

Staff Report	Item No. 6		
Address	2437 East Little Cree	k Road	
Applicant	Steak N' Shake		
Request	Special Exception	Commercial drive-through	
Property Owner	#20, LLC		
	Site/Building Area	61,108 sq. ft. (1.4 acres)/4,040 sq. ft. (proposed)	
	Future Land Use Map	Commercial	
Site Characteristics	Zoning	C-2 (Corridor Commercial)	
	Neighborhood	East Lynne/Saratoga	
	Character District	Suburban	
	North	C-3 (Retail Center): Little Creek Plaza Shopping Center	
Surrounding Area	East	C-2: AMF Norfolk Lanes	
	South	R-6 (Single-Family): Single-family homes	
	West	IN-2 (Institutional Campus): Calvary Christian School	



A. Summary of Request

- The property is located along E. Little Creek Road, west of the intersection with Azalea Garden Road.
- This request would allow a new business, Steak N' Shake, to construct a new fast food restaurant on the site with a commercial drive-through.
- The applicant proposes to demolish the existing Shoney's restaurant in order to redevelop the site with a new 4,040 square foot fast-food restaurant with a single drive-through lane.

B. Plan Consistency

The proposed special exception is consistent with *plaNorfolk2030*, which designates this site as commercial.

C. Zoning Analysis

i. General

- The use is permitted in the C-2 district by special exception.
- The site is located along a commercial corridor with limited residential exposure to the south.
- The conceptual plan submitted by the applicant demonstrates compliance with *Zoning Ordinance* standards for a commercial drive-through, including appropriate buffering between the development of the site and the residential zoning to the south.
- The attached conditions ensure compliance with the adopted general plan and all *Zoning Ordinance* requirements.

ii. Parking

- For an eating establishment of this size located within the Suburban Character District, the Zoning Ordinance requires that the site provides a minimum of 27 parking spaces and sufficient room to accommodate two bicycles.
 - The applicant proposes to accommodate 51 parking spaces.
 - The proposed number of parking spaces, based on the proposed square footage of the building, exceeds the parking maximum for commercial uses established in the Zoning Ordinance.
 - Prior to obtaining Site Plan approval, the applicant will be required to provide landscaping and stormwater improvements to off-set the impervious parking proposed on the site.

iii. Flood Zone

The property is located in the X Flood Zone, which is a low-risk flood zone.

D. Transportation Impacts

- Institute of Transportation Engineers (ITE) figures estimate that that this proposal will generate 63 new vehicle trips per day.
- Based upon ITE data, the existing restaurant on this site would be expected to generate 451 weekday trips while the proposed new and expanded restaurant with a drivethrough would be expected to generate 514 trips on weekdays.
- The site is near transit service with Hampton Roads Transit bus route 21 (Little Creek) operating along Little Creek Road adjacent to the site.

E. Historic Resources Impacts

- The site is not located within a federal, state, or local historic district.
- The building to be removed and replaced is not individually eligible for listing on the federal or state register.

F. Public Schools Impacts

N/A

G. Environmental Impacts

- The construction of a fast food restaurant with a drive-through lane should not adversely impact the surrounding uses.
- The proposed facility will undergo the Site Plan Review process, which will require all site
 development to adhere to the regulations of the Zoning Ordinance, including landscaping,
 vehicular circulation, and stormwater improvements.
- There is a stormwater retention pond on-site, which will be retained in the development proposal.
- The applicant will be required to install a six to eight foot fence or wall within the transitional buffer zone between the parking lot and residential properties to the south.
- As part of the site redevelopment, increased landscaping will be installed around the
 perimeter of the site to screen the parking and will provide adequate buffering between
 the site and the residential properties to the south.
 - In addition, the current number of parking spaces (99) will be reduced significantly (51); this will reduce total impervious surface on the site.

H. Surrounding Area/Site Impacts

Over the past year there have been eight calls for police service with no arrests made.

I. Payment of Taxes

The owner of the property is current on all real estate taxes.

with masonry walls that complement the proposed building.

- (j) During all hours of operation the establishment operator shall be responsible for maintaining the property, those portions of public rights-of-way improved by sidewalk, and those portions of any parking lot adjacent to and used by customers of the premises regulated by the Special Exception so at to keep such areas free of litter, refuse, solid waste, and any bodily discharge.
- (k) The property shall be kept in a clean and sanitary condition at all times.
- (I) The establishment shall maintain a current, active business license at all times while in operation.
- (m) No business license shall be issued until conditions (a), (d), (e), (f), (g), (h), and (i), have all been implemented fully on the site.

Attachments

Location Map
Zoning Map
Application
Notice to the Civic Leagues
Letter of Support from the Roosevelt Area Civic League

J. Civic League

- Notice was sent to the East Lynne/Saratoga, Larrymore Lawns, North Camellia Acres, and Roosevelt Area Civic Leagues on December 16.
- The applicant contacted the East Lynne/Saratoga Civic League on November 24 and set a meeting to present the proposal on January 7.
- A letter of support was received from the Roosevelt Area Civic League on December 21.

K. Communication Outreach/Notification

- Legal notice was posted on the property on December 15.
- Letters were mailed to all property owners within 300 feet of the property on January 15.
- Legal notification was placed in The Virginian-Pilot on January 14 and January 21.

L. Recommendation

Staff recommends **approval** of the special exception request, considering compliance with *Zoning Ordinance* requirements, subject to the conditions below:

- (a) The site shall be generally designed in accordance with the conceptual site plan prepared by SekivSolutions, undated, entitled, "Steak N' Shake Little Creek – Layout, Utility, and Striping Plan," attached hereto and marked as "Exhibit A," subject to any revisions required by the City to be made during the Site Plan Review and building permit plan review processes.
- (b) All landscaping installed on the site premises shall be maintained in a healthy growing condition at all times and shall be replaced when necessary.
- (c) Notwithstanding any other regulations pertaining to temporary window signage within Chapter 16 of the <u>Zoning Ordinance of the City of Norfolk, 1992</u> (as amended), no less than 85% of the glass areas of the ground floor of the building shall be transparent as defined in the Zoning Ordinance.
- (d) All nonconforming fences and signs on the site shall be removed.
- (e) All bollards on the site shall be painted and maintained free of visible corrosion.
- (f) On-site lighting shall be directed and shielded so as not to cast glare onto any adjacent residential properties.
- (g) Two bicycle parking spaces shall be provided on the site.
- (h) An opaque fence or wall between six (6) and eight (8) feet in height shall be installed and maintained in the required landscape buffer area located along the southern property line.
- (i) Dumpsters shall be gated and not visible from any public right-of-way, and will be screened

Proponents and Opponents

Proponents

Don Baruch – Applicant 316 Chimborazo Boulevard Richmond, VA 23223

Stuart Little 11607 Hardwood Drive Midlothian, VA 23114

Opponents

None

01/25/2016 lds

Form and Correctness Approved:

By Community
Office of the City Attorney

Contents Approved: CW

DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE GRANTING A SPECIAL EXCEPTION TO PERMIT THE OPERATION OF A COMMERCIAL DRIVE-THROUGH FOR "STEAK 'N SHAKE" ON PROPERTY LOCATED AT 2437 EAST LITTLE CREEK ROAD.

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That a Special Exception is hereby granted authorizing the operation of a Commercial Drive-Through for "Steak 'N Shake" on property located at 2437 East Little Creek Road. The property which is the subject of this Special Exception is more fully described as follows:

Property fronts 150 feet, more or less, along the southern line of East Little Creek Road beginning 880 feet, more or less, from the western line of Azalea Garden Road and extending westwardly; premises numbered 2437 East Little Creek Road.

Section 2:- That the Special Exception granted hereby shall be subject to the following conditions:

- (a) The site shall be improved generally in accordance with the conceptual site plan prepared by SekivSolutions, entitled "Steak N' Shake, Little Creek; Layout, Utility, and Striping Plan," attached hereto and marked as "Exhibit A," subject to any revisions required by the City to be made during the Site Plan Review and building permit plan review processes.
- (b) All landscaping installed on the site premises shall be maintained in a healthy growing condition at all times and shall be replaced when necessary.
- (c) Notwithstanding any other regulations pertaining to temporary window signage within Chapter 16 of

the Zoning Ordinance of the City of Norfolk, 1992 (as amended), no less than 85% of the glass areas of the ground floor of the building shall be transparent as defined in the Zoning Ordinance.

- (d) All nonconforming fences and signs on the site shall be removed.
- (e) All bollards on the site shall be painted and maintained free of visible corrosion.
- (f) On-site lighting shall be directed and shielded so as not to cast glare onto any adjacent residential properties.
- (g) Two bicycle parking spaces shall be provided on the site.
- (h) An opaque fence or wall between six (6) and eight (8) feet in height shall be installed and maintained in the required landscape buffer area located along the southern property line.
- (i) Dumpsters shall be gated and not visible from any public right-of-way, and will be screened with masonry walls that complement the proposed building.
- (j) During all hours of operation the establishment operator shall be responsible for maintaining the property, those portions of public rights-of-way improved by sidewalk, and those portions of any parking lot adjacent to and used by customers of the premises regulated by the Special Exception so at to keep such areas free of litter, refuse, and both solid and liquid waste.
- (k) The property shall be kept in a clean and sanitary condition at all times.
- (1) The establishment shall maintain a current, active business license at all times while in operation.
- (m) No business license shall be issued until conditions (a), (d), (e), (f), (g), (h) and (i) have all been implemented fully on the site.

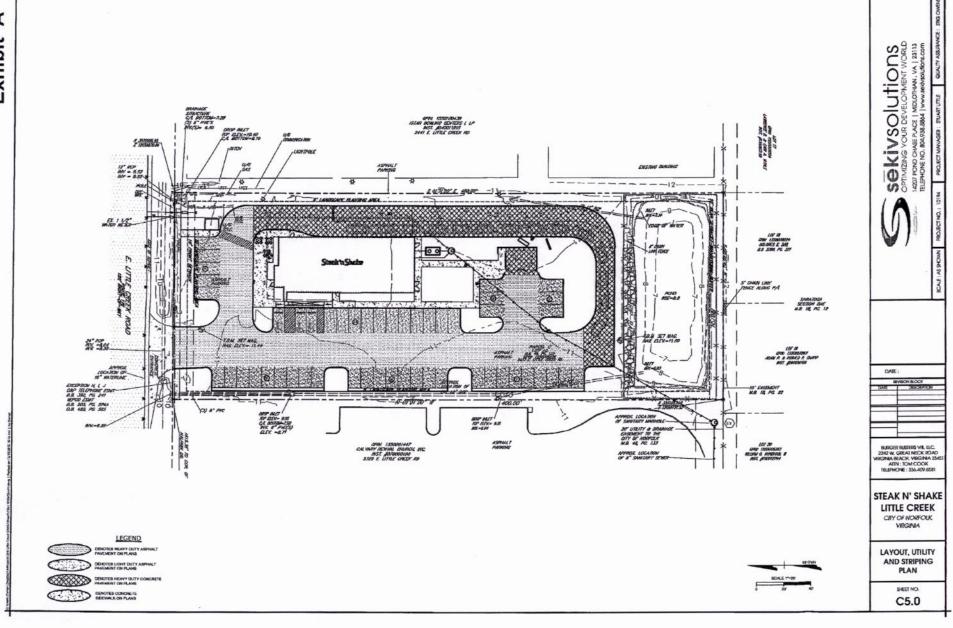
Section 3:- That the City Council hereby determines that the Special Exception granted herein complies with each of the requirements of § 25-7 of the Zoning Ordinance of the City of Norfolk, 1992 (as amended), namely that:

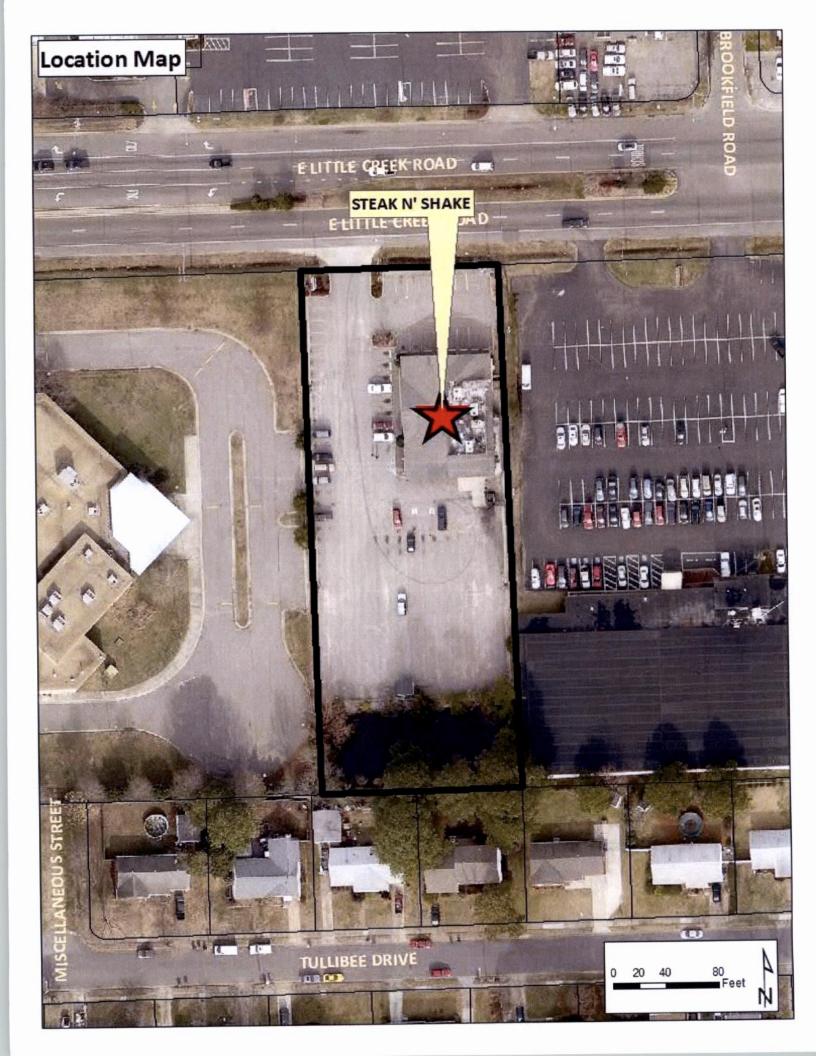
- The proposed use and development will be in harmony with the objectives and policies of the adopted General Plan of Norfolk and with the general and specific purposes for which this ordinance was enacted and for which the regulations of the district in question were established;
- (b) The proposed use and development will not substantially diminish or impair the value of the property within the neighborhood in which it is located;
- (c) The proposed use and development will not have an adverse effect upon the character of the area or the public health, safety and general welfare. Conditions may be applied to the proposed use and development, as specified in section 25-8 below, to mitigate potential adverse impacts;
- (d) The proposed use and development will be constructed, arranged and operated so as not to interfere with the use and development of neighboring property in accordance with the applicable district regulations;
- (e) The proposed use and development will be served adequately by essential public facilities and services such as streets, public utilities, drainage structures, police and fire protection, refuse disposal, parks, libraries, and schools;
- (f) The proposed use and development will not cause undue traffic congestion nor draw significant amounts of traffic through residential streets;
- (g) The proposed use and development will not result in the destruction, loss or damage of natural, scenic or historic features of significant importance;
- (h) The proposed use and development will not cause substantial air, water, soil or noise pollution or other types of pollution which cannot be mitigated;

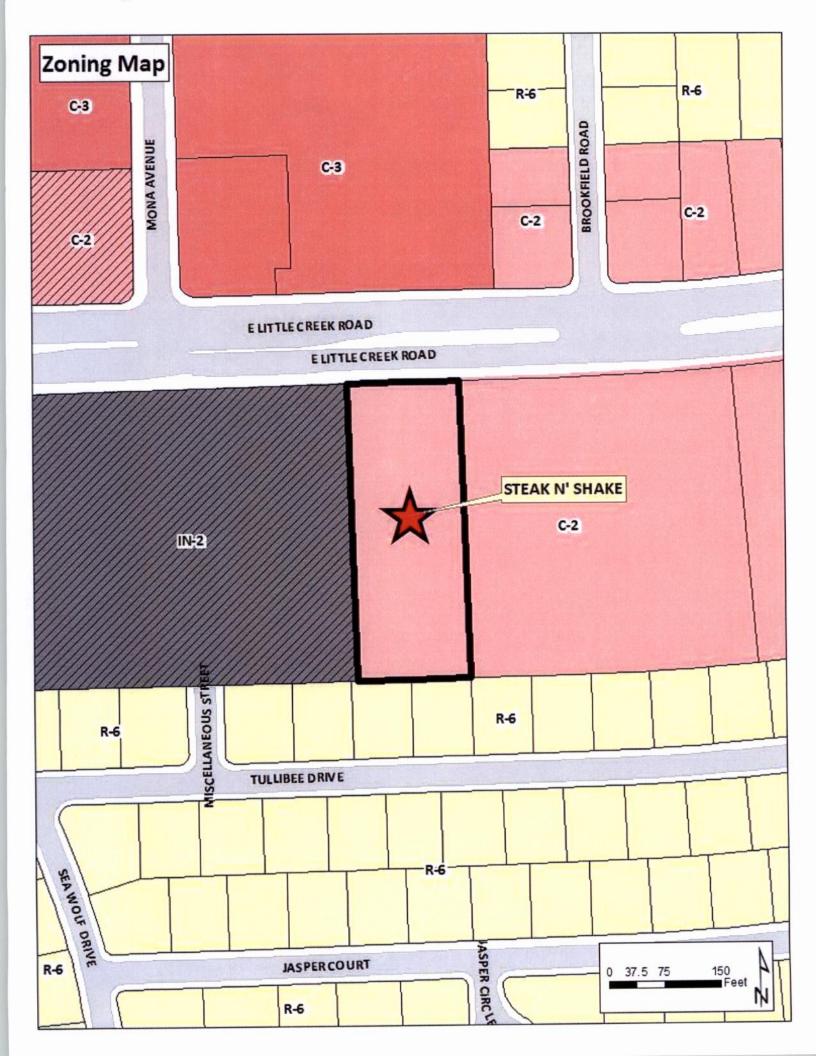
- (i) The proposed use and development will not cause a negative cumulative effect, when its effect is considered in conjunction with the cumulative effect of various special exception uses of all types on the immediate neighborhood and the effect of the proposed type of special exception use on the city as a whole;
- (j) The proposed use and development complies with all additional standards imposed on it by the particular provisions of the ordinance authorizing such use; and
- (k) No application for a special exception shall be recommended or granted until any and all delinquent real estate taxes owed to the City of Norfolk on the subject property have been paid.

Section 4:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENT: Exhibit A (1 page)









Special Exception for: Steak N' Shake Little Creek
Date of application: 12/14/15
DESCRIPTION OF PROPERTY
Property location: (Street Number) 2437 (Street Name) E. Little Creek Road
Existing Use of Property Abandoned Restaurant (Shoney's)
Current Building Square Footage 3,545 sq. ft.
Proposed Use Fast food restaurant with drive thru
Proposed Square Footage 4,040 sq. ft.
Proposed Hours of Operation:
Weekday From 6 am To 2 am
Friday From 6 am To 2 am
Saturday From 6 am To 2 am
Sunday From 6 am To 2 am
Trade Name of Business (If applicable) Steak N' Shake

DEPARTMENT OF CITY PLANNING

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised January, 2015) Application Special Exception Page 2

APPLICANT (If applicant is a LLC or a Corp./Inc., include name of official representative and/or all partners)
SOV, LLC
Name of applicant: (Last) Baruch (First) Don (MI)
Mailing address of applicant (Street/P.O. Box): 2242 W. Great Neck Road
(City) Virginia Beach (State) VA (Zip Code) 23451
Daytime telephone number of applicant (804) 385-4430 Fax ()
E-mail address of applicant: dbaruch@burgerbusters.com
AUTHORIZED AGENT (if applicable) (If agent is a LLC or a Corp./inc., include name of official representative and/or all partners) Sekiv Solutions, LLC
2. Name of applicant: (Last) Little (First) Stuart (MI)G
Mailing address of applicant (Street/P.O. Box):14207 Pond Chase Place
(City) Midlothian (State) VA (Zip Code) 23113
Daytime telephone number of applicant (955-5572 Fax ()
E-mail address of applicant: slittle@sekivsolutions.com
PROPERTY OWNER (If property owner is a LLC or a Corp./Inc., include name of official representative and/or all partners) Lynn Schoenbaum, margun
3. Name of property owner: (Last) #20 LLC (First) (MI)
Mailing address of property owner (Street/P.O. box): 305 Brooke Ave #401
(City) Nor-SelK (State) VA (Zip Code) 23510
Daytime telephone number of owner (75) 412 2202 email: hippo 450 tol. com

DEPARTMENT OF CITY PLANNING

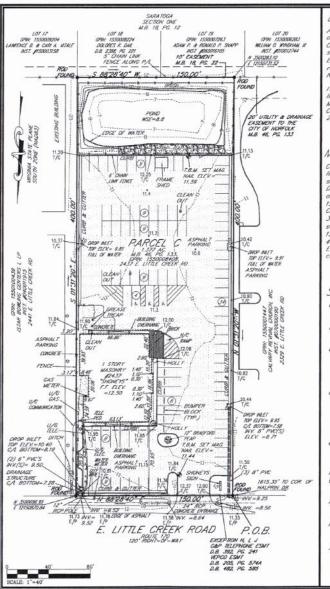
810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised January, 2015) Application Special Exception Page 3

CIVIC LEAGUE INFORMATION

Civic League contact: Pamela S. Owens
Date(s) contacted: 11/24/15: Meeting set for 01/07/16 @ 6:30 pm
Ward/Super Ward information:
CERTIFICATION: I hereby submit this complete application and certify the information contained herein is true and accurate to the best of my knowledge: Print name: Sign: Sign: (Property Owner or Authorized Agent of Signature) (Date)
Print name: Sign: Sign: (Date)
ONLY NEEDED IF APPLICABLE:
Print name: Stuar Little Sign: Start Attle 1 15 (Authorized Agent Signature)

DEPARTMENT OF CITY PLANNING

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised January, 2015)



LEGAL DESCRIPTION

ALL THAT certain lot, piece or parcel of land, situate, in the City of Norfolk, Virginia, and known, numbered and designated as Parcel C as shown on the plat entitled "Subdivision of Parcel 'A', Property standing in the name of William W. Oliver, Jr., Executor of the Estate of Margie K. Oliver, deceased", which said plat is duly recorded in the Clerk's Office of the Circuit Court of the City of Norfolk, Virginia, in Map Book 16, Page 133.

IT BEING the same property conveyed to #20 LLC, a Virginia limited liability company, by deed from Leon Schoenboum, dated March 11, 1997, and recorded in the Clerk's Office of the Circuit Court for the City of Norfolk, Virginia, in Deed Book 2889, at page

METES & BOUNDS DESCRIPTION

Commencing at a found rod situated at the intersection of the south line of E. Little Creek Road, Route 170 and the west line of the subject parcel, said rod being 1615.35' east of the corner of Halprin Drive and being THE PLACE OF BEGINNING; thence along the south line of E. Little Creek Road, Route 170 N 88° 28' 40" E, a distance of 150.00' to a found rod; thence leaving the south line of E. Little Creek Road, Route 170 along the east line of the subject parcel 5 01" 31' 20" E, a distance of 400,00' to a found rad; thence along the south line of the subject parcel 5 88° 28' 40" W, a distance of 150.00' to a found rod; thence N 01' 31' 20" W, a distance of 400.00" to a found rod, said rod being situuted an the south line of E. Little Creek Road, and being THE PLACE OF EEGINNING and containing 1.377 acres of land mare or less.

SCHEDULE B, EXCEPTIONS

- a. Rights or claims of parties in possession and easements or claims of easements not shown by the public records. (None known at time of survey)
- b. Any lien, claim or right to a lien, for serves, labor or material heretofore or hereafter furnished, imposed by law and not shown by the public records. (Not a survey item)
- Defects, liens, encumbrances, adverse claims or other matters, if any, created first appearing in the public records or attaching subsequent to the effective date hereof but prior to the date the Proposed Insured acquires for value of record the estate or interest or mortgage thereon covered by this Commitment. (Not a survey item)
- Any encroachment, encumbrance, violation, variation, or adverse circumstance affecting the Title that would be disclosed by an accurate and complete land survey of the Land. The term "encroachment" includes encroachments of existing improvements located on the Land onto adjoining land, and encroachments on the Land of existing improvements located on adjoining land. (None known at time of survey)
- Toxes for the first quarter of the fiscal year 2015 / 2016. a lien not yet due and payable and taxes for all subsequent fiscal years and/all supplemental taxes on improvements posted subsequent to the effective date of this Commitment/Policy. (Not Survey Item)
- Storm water fees, a lien, but not yet due and payable. Easement granted Virginia Electric and Power Company by
- instrument recorded in Deed Book 331 at page 406. (Does not affect subject parcel)
- Easement granted Chesapeake and Potomac Telephone Company by instrument recorded in Deed Book 392 at page 241. (Affects subject parcel, shown hereon)
- Easement gronted Virginia Electric and Power Company by instrument recorded in Deed Book 205 at page 574A. (Affects subject parcel, shown hereon)
- Easement granted Virginia Electric and Power Company by instrument recorded in Deed Book 482 at page 585. (Ouitclaim Deed for a portion of said easement was recorded in Deed Book 1179, at page 5. (Affects subject parcel, shown hereon.)

NOTES

- THIS SURVEY WAS MADE WITH THE BENEFIT OF A TITLE COMMITMENT FROM FIDELITY NATIONAL TITLE INSURANCE COMPANY # 150717590 DATED: JULY 20, 2015 AT 08:00
- THE SUBJECT PROPERTY APPEARS NOT TO BE LOCATED WITHIN THE LINETS OF THE TOO TEAR FLOOD PLAN BOUNDARY AS DETRIED BY THE FEDERAL INSURANCE ADMINISTRATION. COMMUNITY PANIEL NO. STOTOLOGY OF FETCHE DATE: 08-07-2008.
- ONLY SURFACE INDICATIONS OF UNDERGROUND UTILITIES WERE LOCATED ON THIS SURVEY, ALL UNDERGROUND UTILITIES MAY NOT BE SHOWN.
- NO ENCROACHMENTS FORT ON THIS PROPERTY
- 5 ZONING C-2
- 96 REGULAR PARKING SPACES 3 ACCESSIBLE PARKING SPACES 99 TOTAL PARKING SPACES
- HORIZONTAL DAUM NADBI VERTICAL DATUM NAVDBB



TOPOGRAPHIC CERTIFICATION

THIS ALTH/ACSW LAND THE SUPPLY OF PARCE C, LIFT ACRES, SUPPLYSON OF PARCE A, PROPERTY STANDING IN THE NAME OF WILLIAM W. QUIET, R. PECLUTION OF THE ESTAN OF WHATER K. QUIET, R. P. PECLUTION OF THE ESTAN OF WHATER K. QUIET, R. P. PECLUTION OF THE STANDING WHATER K. QUIET, R. P. PECLUTION OF THE STANDING WHATER WHATER ACTION OF WHATER WAS CONTINUED CONTROL OF THE PARCE COUNTY STANDARDS UNLESS OTHERWISE NOTED.



CERTIFICATION

DATE: AUGUST 27, 2015

TO: SOV, LLC & Fidelity National Title Insurance Company, it's successors and assigns.

This is to certify that this map or plat and the survey on which it is based were made in accordance with the 2011 Minimum Standard Detail Requirements for ALTA/ACSM Land Title Surveys, jointly established and adopted by ALTA and NSPS, and includes Items 1-5, 6a, 7a, 8, 9, 11a, 13, 14, of Table A thereof. The field work was completed on August 24, 2015.

	LEGEND
(S)	GREASE TRAP MANHOLE
B	POWER POLE
ø	LIGHT POLE
XX	GAS VALVE
帝	TREE
ê	ACCESSIBLE PARKING
8	CLEAN OUT
0	HOLLY TREE
0	BENCH MARK
T/C	TOP OF CURB
E/P	EDGE OF ASPHALT
c/L	CENTERLINE
U/G	UNDERGROUND
SMT	EASEMENT
LEV	ELEVATION
INV.	INVERT
COR.	CORNER

WSE WATER SURFACE ELEVATION

ALTA/ACSM LAND TITLE SURVE OF PARCEL C, 1.377 ACRES
"SUBDIVISION OF PARCEL A PROPERTY STANDING IN THE NAME OF WILLIAM W. OLIVER, JR. EXECUTOR OF THE ESTATE OF MARGIE K. OLIVER, DECEASED' CITY OF NORFOLK, VIRGINIA SCALE: 1"=40"



DATE: AUGUST 27, 2015 10400 CHESTER ROAD CHESTER, VA. 23831 PHONE: 804-748-8707 FAX: 804-748-8708 DRAWN BY. RLL CHECKED BY: RLL

DWG NAME: LITTLE CREEK ALTA

RONALD L. LANG

Lic. No. 003004

Whitney, Chris

From: Straley, Matthew

Sent: Wednesday, December 16, 2015 11:28 AM

To: 'pamglenn1@cox.net'; 'ncacl.norfolk@gmail.com'; 'paul.ballance@cox.net';

'tasoschrist@yahoo.com'

Cc: Smigiel, Thomas; Winn, Barclay; Herbst, James; Whitney, Chris

Subject: new Planning Commission application - 2437 E Little Creek Road

Attachments: SteakNShake.pdf

Ms. Owens, Ms. Hartmann, Mr. Ballance, and Mr. Christ:

Attached please find the application for a special exception to operate a commercial drive-through at 2437 E. Little Creek Road.

The item is tentatively scheduled for the January 28, 2016 Planning Commission public hearing.

Should you have any questions, please e-mail or call Chris Whitney at (757) 823-1253, chris.whitney@norfolk.gov

Thank you.

Matthew Straley

GIS Technician II
Norfolk Department of City Planning
810 Union Street, Suite 508 | Norfolk, Virginia 23510
Matthew.Straley@norfolk.gov | Tel: 757-664-4769 | Fax: 757-441-1569

Whitney, Chris

From:

Paul Ballance <paul.ballance@cox.net>

Sent:

Monday, December 21, 2015 6:20 PM

To:

Whitney, Chris

Subject:

Steak and Shake

Follow Up Flag:

Follow up

Flag Status:

Flagged

Matthew,

The Roosevelt Area Civic League has no objection whatsoever with this application for a commercial drive-thru.

Paul Ballance